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HAMILTON HARBOUR

AMENDMENT NO 318
TO THE OFFICIAL PLAN OF
THE HAMILTON PLANNING AREA

HARBOUR OFFICIAL PLAN

AMENDMENT No. 318
TO THE OFFICIAL
PLAN OF THE CITY
OF HAMILTON PLANNING
AREA


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PREPARED FOR

THE CITY OF HAMILTON

BY THE

PLANNING AND DEVELOPMENT DEPARTMENT
OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH
JANUARY, 1979



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OFFICIAL PLAN FOR
HAMILTON HARBOUR

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SECTION ONE

BASIS OF THE AMENDMENT

A GENERAL STATEMENT ON THE PURPOSE,
LOCATION, BACKGROUND AND RATIONALE
OF THE AMENDMENT, WHICH, TOGETHER
WITH SECTION TWO AND THE SCHEDULES,
CONSTITUTE THE OFFICIAL PLAN FOR
THE HARBOUR AREA OF THE CITY OF HAMILTON.

BASIS OF THE AMENDMENT

1.1 PURPOSE

Since the Official Plan for the City of Hamilton was approved by the Minister on the 12th day of June, 1951, Hamilton Harbour and vicinity have been the subject of numerous Official Plan amendments. For the most part, these amendments have concerned themselves with relatively small scale developments that were intended to complement and serve those areas comprising or adjacent to that amended. Consequently the study area has evolved by installments, over a period of time that has been characterized by marked changes in the economy, environmental awareness and political climate. As well, certain of the amendments under discussion approved land use definitions that were incongruous with their counterparts throughout the remainder of the city.

1.1.1

Planning is an ongoing process, in which change is a constant; where problems continually arise and must be resolved; where community needs and demands change and have to be reconsidered periodically in relation to the available resources.

The purpose of this Official Plan Amendment then, is to provide a comprehensive development strategy that best utilizes the many natural advantages of Hamilton Harbour and establish meaningful guidelines for its future use as a community resource. To facilitate a more uniform approach, wherever feasible, this document employs those definitions of land use that are comprehensively applicable to the City of Hamilton planning area.

1.1.2

1.2 PROBLEMS

Hamilton Harbour is largely responsible for the success

Hamilton has enjoyed as a Great Lakes city. The process of developing the city, of building and rebuilding have inevitably brought changes to landscape and landform, profoundly affecting the harbour and its setting.

1.2.1

The various activities which have an impact on the harbour serve the needs of differing sectors of the community, and focus on different parts of the harbour resource. This section of the Amendment identifies some of the issues that will have to be resolved during the course of preparing the harbour Official Plan Amendment. In doing so an attempt is made to identify the community of interest affected by the activity, and the part of the harbour on which the activity would generally focus.

1.2.2

1.2.3

THE PORT

The Port, and metropolitan Hamilton, have grown in tandem. As the city centre consolidated, the obvious direction for port expansion was northward toward the deeper water of the harbour by means of reclamation and by constructing wharves. Changes in cargo handling techniques, however, have led to changed space and facility requirements, and proposals to accommodate this by further northward reclamation have met with opposition from a number of segments of community opinion. It now appears that proposals such as the 100 acre reclamation between Wellington and Hillyard Streets recommended in the Halton-Wentworth Waterfront Study are unacceptable.

1.2.3 (

As well as the extent of encroachment into the harbour, opposition to continued port expansion at the existing site points to the physical severance of the harbour from the remainder of the city (in terms of both visibility and accessibility) and to the

increasingly detrimental impact of the heavy traffic generated by the port and associated industry.

1.2.3 (2)

Furthermore, certain sectors of the present port are situated in that area of the harbour in which the water and air quality is most conducive to recreation, notably pleasure boating. Expansion, such as that recommended in the Halton-Wentworth Waterfront Study effectively reduces this area for pleasure boating (thus decreasing the harbour's carrying capacity for this increasingly popular pastime) while generating additional commercial shipping traffic. A land fill project at the scale envisaged would also inhibit the harbour's natural cleansing ability.

1.2.3(3)

However, projections of trade through the port, are for continued growth, and the Harbour Commission's own assessment is that the capacity of the existing port has already been reached. Future alternatives then would appear to be:-

1. To seek increased efficiency of existing operations and optimum utilization of harbour lands.
2. To commence development of facilities at alternative locations where the Hamilton Harbour Commissioners own land. (The Bayside of the Beach Strip in Hamilton is the only undeveloped land with sufficient back-up space to warrant consideration for the purpose of this alternative.
3. To develop a port at some location outside of Hamilton Harbour as envisaged in the Commissioner's (Lake Ontario) Concept For Outer Harbour, December, 1974.
4. To accept a limit on Hamilton's capacity as dictated by the capability of the existing port.

1.2.3 (4)

The first of these should be accepted, in any case, as an objective for the existing port. The second would affect the economic future of East Hamilton and have some influence on the physical and social environment of the beach strip. The third alternative would require massive capital investment to develop the necessary facilities and landward access to them, and would have a profound effect on the total environment (social, physical and economic) of the selected

site. The fourth would require some assessment of the degree of interdependence of Hamilton's economic welfare, and port operations as well as the implications of promoting growth at other ports.

1.2.3 (5)

1.2.4 INDUSTRY

An examination of either a land use map or air photo of the harbour area conveys the extent to which industry dominates the waterfront. Hamilton has provided the steel industries with classic locational factors; access to raw materials including water, bulk and secondary transportation nodes, a skilled labour force and proximity to market. Numerous other industries have emerged as a spin off from this initial siting.

1.2.4 (1)

The growth of primary and secondary industry inevitably necessitated the extensive reclamation and oftentimes dredging that today accounts for the angular shoreline that protrudes into the southern harbour. The corresponding increase in waste products discharged by these industries has been on a vast scale, and only recently have been subjected to environmental controls. The resultant loss of access and the effect of poor water and air quality on other uses in the harbour have helped focus public awareness on Hamilton Harbour as an amenity, whose long term use stands to be seriously impeded without effective land use policies in the form of an Official Plan.

1.2.4 (2)

Industry's expansion and that of the City of Hamilton were synonymous for many years. This interdependence has, relatively speaking, waned markedly since the 60's, and is perhaps one of the factors accounting for the reduction in the city's population growth rate. Indications are that the principal catalyst for employment and population growth will come, not from the waterfront, but what is fast becoming the foremost employer in both the city and region - the service economy.

1.2.4 (3)

This development is of paramount importance in the evolution of Hamilton, and of major significance for those involved in shaping its future.

1.2.4 (4)

1.2.5 TRANSPORTATION

Many aspects of transportation are closely interwoven with port and industrial activities. Road and rail routes service both, forming an integral part of the overall movement of goods, from raw materials to finished products.

1.2.5 (1)

The convenient right-of-way afforded by the unique glacial deposits comprising the Hamilton and Burlington bars was soon employed for highway and rail location. Proposals centred on the relocation of the C.N. freight yard below Dundurn Castle, the removal of the C.N. line on the Beach Strip, and the reconstruction of the Q.E.W. as a tunnel under the Burlington Canal suggest a change in direction. It appears the emergence of a greater degree of concern about the harbour means the loss of harbour space or amenity is now valued more highly, and transportation advantages rated lower than was the case in past years.

1.2. (2)

The alternatives cited require a detailed cost benefit analysis, together with an assessment of their priority in an overall harbour program before a meaningful decision can be made.

1.2.5 (3)

1.2.6 HOUSING

The competitive demands associated with the growth of port facilities and industry are reflected in the high cost of waterfront land. Much of this growth has occurred adjacent to the older residential areas of the city, resulting in the decline of many residential enclaves.

1.2.6 (1)

As the residents of these areas are displaced for what amounts to primarily increased industrial land, provision must be made for assisting these people in their quest for another home unit that will meet their demands and finances. Other housing areas, further removed from the heavy industrial core exhibit sufficient vibrance to justify their being continued as such. These neighbourhoods nonetheless are often exposed to heavy truck traffic generated by the waterfront,

and less than compatible land use on their perimeter. Consequently they require planning considerations and effective zoning to promote their residential status.

1.2.6

Another notable land use conflict exists between the private and public use of the shoreline. Recent applications for high density residential development in the western harbour have been rejected, the basis for this decision being that housing is unable to demonstrate an operational need to occupy harbour space, together with the belief that private residences on the shoreline of what must be regarded as a public amenity, is not justifiable in light of the present limited public acreage adjoining the harbour.

1.2.6(3

Residential development included in the Waterfront district is to be established after the Western Harbour has been made available to the public for Open Space purposes. Such development is considered to play a major supportive role in the success of this unique area, and will be required to contribute to a continuous public access system along the waterfront.

1.2.6(4

Uses that demonstrate a waterfront location as being essential to providing a service that benefits the community at large will be given due consideration.

1.2.6(5

1.2.7 RECREATION/OPEN SPACE

For some years Hamilton Harbour was shared by industry and recreation alike. An expansive industrial period signaled the decline of the harbour as a recreational resource, culminating with a by-law prohibiting bathing within its limits as early as 1924.

1.2.7(1

The Vice-Commodore of the Royal Hamilton Yacht Club estimated that Hamilton Harbour experienced a 30% increase in the number of pleasure craft in 1975, which demonstrates that the harbour is increasingly being viewed as a recreational resource. Significant pressure for additional marina facilities, open space and public access is evident and must be viewed as having equal priority with other more established uses.

1.2.7(2

1.2.8 WATER AND AIR QUALITY

Water - Hamilton's natural landlocked basis, although excellent for harbouring purposes, is conducive to very slow flushing action. Any reduction in the area or volume of water in the harbour further inhibits its natural cleansing ability. This characteristic becomes increasingly significant when one realizes the extent to which the harbour has been altered from its original form. (Map 1, Figures 3 and 4 in Appendix)

1.2 3(1

At the same time, the industrial and domestic sewage load has been increased, most recently with Regional approval for doubling the effluent entering Cootes Paradise. This latest development places an additional strain on an already overtaxed natural process of the harbour.

1.2 (2

Air - air pollution remains an environmental concern in the Hamilton area. Its source is primarily suspended particulate from waterfront industry. The Industrial Abatement section of the Ministry of the Environment is presently supervising an air management programme that requires all companies to install the most practical technological controls for the reduction of this material. The success of the programme is dependent on the efficiency of the technology developed and as such it is expected that it will be 1980 before all of these companies are making use of the most feasible treatment.

1.2 (3

1.2.9 In such complex issues the planning process must enable these differing points of view to be expressed and evaluated, and a decision eventually made as to what interests should prevail. They serve to illustrate, however, the hierarchy of national, provincial, regional and local interests, and the interrelationship of land and water in providing for these activities.

SECTION TWO P O L I C I E S

THE GOALS AND OBJECTIVES STATEMENTS,
THE SCHEDULES, THE DEFINITIONS, AND
STANDARDS COMPRISE THE POLICIES OF
THE AMENDMENT, WHICH, TOGETHER WITH
SECTION ONE AND THE SCHEDULES,
CONSTITUTE THE OFFICIAL PLAN FOR THE
HARBOUR AREA OF THE CITY OF HAMILTON.

GOALS AND OBJECTIVES FOR HAMILTON HARBOUR

2.1 Community Values and a Planning Goal

Hamilton Harbour is a finite resource - the increasing pressures on it cannot be catered for by enlarging the harbour, but only by using more effectively and intensively the opportunities it offers. This means that development and use of the harbour will have to be planned and managed with increasing care and skill. To some extent, this will entail the introduction and re-arrangement of uses based on functional merit rather than historical inertia. (Schedule A)

2.1.1

The plan is aimed both at providing for present needs, and also at safeguarding the interests of future generations. It recognizes that the harbour is valued by the people of Hamilton:

- i) as a commercial port;
- ii) as an essential base for industry;
- iii) as a major natural amenity which helps to determine the shape of the urban area;
- iv) as a visual amenity, contrasting with surrounding landforms;
- v) as a recreational amenity;
- vi) as a natural feature providing opportunities for scientific study and education; and,
- vii) as a continually renewed body of water which receives the surface drainage from surrounding land areas.

2.1.2

2.2 GOAL 1

To provide a comprehensive development strategy that best utilizes the many natural advantages of Hamilton Harbour and establishes meaningful guidelines for its future use as a community resource.

OBJECTIVE 1

Define and delineate the most beneficial use for the lands and water comprising the harbour and harbour area.

2.2.1

IMPLEMENTATION POLICY

Provide only those uses that are dependent on proximity to the harbour to fulfill local and regional needs with the required services.

2.2.1(1)

Designate Piers 25, 26 and 27 as "Marine Transportation".

2.2.1(2)

Designate all existing water areas in Hamilton Harbour to "Open Water", excluding the Windemere Basin

2.2.1(3)

Establish the Windemere Basin as an area subject to, and initiate, a detailed special study by the appropriate agencies and water-lot owners concerned, to determine the most appropriate designation of the Windemere Basin in the Official Plan.

2.2.1(4)

Initiate a detailed investigation into the prospect of relocating the Canadian National Railway yard beneath Dundurn Castle to another suitable location.

2.2.1(5)

Recognize that the results of the Residential Enclave Study determined the basis for the Restricted-Industrial land use designation.

2.2.1(6)

Eliminate those residential enclaves that lack sufficient amenities to warrant their continuation in industrial areas as recommended in the Enclave Study.

2.2.1(7)

Protect and promote those residential enclaves that exhibit characteristics indicative of a viable neighbourhood as recommended in the Enclave Study.

2.2.1(8)

Establish a two-way communications channel that will continue to monitor those interests which require a harbour location for their welfare.

2.2.1(9)

Encourage more intense and efficient use of the industrial lands associated with the waterfront.

2.2.1(10)

It shall be the intent of Council that the use of any lands as may be created by further land fill from Pier 17 to the western side of Pier 23, and excluding the Windemere Basin, in existing open water areas exempted from Ontario Regulation 118/70, be for Industrial purposes as defined in this plan.

2.2.1(11)

OBJECTIVE II

Provide effective buffering between incompatible uses.

2.2.2

IMPLEMENTATION POLICY

Require buffering between incompatible uses for mediating zoning (e.g. Restricted Industry, Utility Corridor or Open Space zoning between Industry and Residential), increased yards, landscaping and like measures under Development Control which provide psychological relief or aesthetic appeal.

2.2.2(1)

OBJECTIVE III

Preserve waterfront structures of historical or cultural significance.

2.2.3

IMPLEMENTATION POLICY

Acquire lands or establish protective policies to ensure the preservation of structures that reflect the harbour's past.

2.2.3(1)

Allocate funds to support restoration where appropriate.

2.2.3(2)

Encourage the senior levels of government to assist in the realization of this objective.

2.2.3(3)

2.3 GOAL II

To provide a desirable environment for the Hamilton Planning area through the optimum use of its harbour and harbour lands.

OBJECTIVE I

Encourage and contribute to the upgrading of the water quality of Hamilton Harbour to a standard that is desirable for most water-oriented recreational activities.

2.3.1

IMPLEMENTATION POLICY

Establish a revised harbour headline by requiring that those water areas within the City limits of Hamilton, as shown on Schedule "A" to this amendment, remain as open water by prohibiting further land fill except for those purposes approved by the appropriate authority having jurisdiction, and after consultation with representatives of those public agencies and private interests concerned, or otherwise permitted.

2.3.1(1)

Require that an analysis of the impacts on the environment be submitted for the deliberation of Council before any construction, or modification to the environment is permitted in areas designated as open space land use in the Official Plan

Such an analysis shall consist of:

- a) a description of the purpose of the undertaking;
- b) a description of and a statement of the rationale for,
 - i) the undertaking
 - ii) the alternative methods of carrying out the undertaking, and,
 - iii) the alternatives to the undertaking;
- c) a description of,
 - i) the environment that will be affected or that might reasonably be expected to be affected, directly or indirectly,

- ii) the effects that will be caused or that might reasonably be expected to be caused to the environment, and,
- iii) the actions necessary or that may reasonably be expected to be necessary to prevent, change, mitigate or remedy the effects upon or the effects that might reasonably be expected upon the environment, by the undertaking, the alternative methods of carrying out the undertaking, and the alternatives to the undertaking; and,

- d) an evaluation of the advantages and disadvantages to the environment of the undertaking, the alternative methods of carrying out the undertaking, and the alternatives to the undertaking.

2.3.1(2)

- * The term "Environment" includes the human as well as the natural environment of the Hamilton Planning Area.

Require that all effluent disposed of into the harbour by industries, storm water, municipal sewage treatment plant effluent, and effluent from municipal sources be of sufficient quality to satisfy the minimum standards established by the Ministry of the Environment for recreational uses of the harbour, and ensure their enforcement.

2.3.1(3)

Allocate funds annually for a program of engineering works as may be necessary to minimize pollution and environmental impacts of effluent discharging into the harbour in the areas where the effects of these discharges are most prominent.

2.3.1(4)

Require the securing (by armour stone or suitable material) of land fill sites which are exposed to the erosional force of wind and wave action, together with suitable screening and landscaping.

2.3.1(5)

Encourage the senior levels of government to assist in the implementation of this objective.

2.3.1(6)

OBJECTIVE II

Encourage the continual upgrading of the air quality of the harbour area.

2.3.2

IMPLEMENTATION POLICY

Provide both the Industrial Abatement section of the Ministry of the Environment, and industry with any information, advice or other assistance as required.

2.3.2(1)

2.4 GOAL III

Provide adequate open space and recreational opportunities for the present and future needs of the people of Hamilton.

OBJECTIVE I

Maintain a balance of active and passive recreation in the areas designated as Open Space, Recreational & Institutional. 2.4.1

IMPLEMENTATION POLICY

Recognize recreation as a significant re-emerging use of the harbour. 2.4.1(1)

Establish or acquire the western harbour for predominantly open space and recreation purposes. 2.4.1(2)

Establish adequate marina facilities in an area with sufficient access, backup space, proximity to suitable waters, and which requires a minimum of landfill. 2.4.1(3)

Co-operate with the Hamilton Harbour Commissioners, Hamilton and Halton Region Conservation Authorities, Provincial Ministries, the City of Burlington and others, in their efforts to establish recreational facilities and a functional open space network and to establish the carrying capacity of the harbour for additional marina facilities. 2.4.1(4)

Encourage the senior levels of government to assist in the implementation of this objective. 2.4.1(5)

OBJECTIVE II

Provide for adequate accessibility to the waterfront. 2.4.2

IMPLEMENTATION POLICY

Acquire or establish access corridors to points of interest. 2.4.2(1)

Encourage scenic easements for linear open space uses. 2.4.2(2)

Initiate a public access program for the northern shore of the harbour where appropriate and feasible. 2.4.2(3)

Encourage the senior levels of government to assist in the realization of this objective. 2.4.2(4)

Encourage co-operation amongst the Hamilton Harbour Commissioners, private landowners and municipal protective services to ensure the provision and maintenance of adequate access to the harbour to facilitate effective emergency service.

2.4.2(5)

2.5

DEFINITIONS

The following definitions of land use are comprehensively applicable to the City of Hamilton Planning Area, and inherently the area covered by this amendment.

2.5.1

OPEN SPACE, RECREATIONAL AND INSTITUTIONAL

It is intended that the Open Space, Recreation and Institutional designation encompass those private and public undeveloped or developed lands whose use enriches the health, welfare and education of area residents, and enhances the general amenity of the municipality.

2.5.1(1)

Accordingly, this designation shall consist of such public and private uses as parks, hazard lands, unique natural areas, and watercourses; churches and cemeteries; utilities and related corridors; educational facilities, museums, hospitals and similar institutions, arenas, sportfields, stadia, golf courses, marinas, and community centres.

2.5.1(2)

Notwithstanding, to capitalize in the unique physical character of certain areas in the municipality, and/or to enhance the functional characteristics of certain Open Space, Recreation, and Institutional uses, the following provisions shall apply:

2.5.1(3)

In the case of the areas designated Open Space, Recreation and Institutional which may be identified as environmentally sensitive or exhibiting unique ecological and/or aesthetic attributes, it is intended that said areas be left undisturbed in their natural and undeveloped state and only where necessary be subject to engineering works to ensure their integrity is preserved for the enjoyment of future generations;

2.5.1(4)

In the case of the areas designated Open Space, Recreation and Institutional along the waterfront, it is intended that the permitted uses detailed in paragraphs 2.5.1(1) to 2.5.1(3) notwithstanding a mix of water-oriented activities

will be encouraged at appropriate locations from the Stuart Street marshalling yards to Pier 8, inclusive of marinas, related clubhouses, maintenance, repair and storage facilities; commercial uses such as but not limited to seafood restaurants, cafes, selected goods shops, or other small scale commercial uses that serve to architecturally enhance and encourage public attraction to the waterfront area; and,

2.5.1(5)

In the case of golf courses, arenas, stadia and like recreational facilities it is intended to permit limited commercial uses which support and are ancillary to the primary recreational use.

2.5.1(6)

2.5.2. OPEN WATER

The designation of areas as open water shall mean that the areas thus designated are to be left covered by waters and that said waters shall be restricted to boating, shipping and navigation. Such waters must comply with the minimum standards established by the Ministry of the Environment, and are not to be reclaimed or otherwise altered, except for those purposes agreed to by the appropriate authority having jurisdiction.

2.5.2(1)

2.5.3 RESIDENTIAL

The residential classification of land use shall mean that the predominant use of land in an area so designated shall be for dwellings.

2.5.3(1)

Various types of dwellings shall be permitted in a residential classification of land use, but similar types shall be located together, and there shall be no indiscriminate mixing of various types.

2.5.3(2)

Appropriate measures shall be taken to protect,

- a) low density residential development against high density residential development; and

2.5.3(3)

- b) all residential development against other development of uses that may infringe upon the amenities of the residential land use.

2.5.3(4)

Compatible Land Uses:

The residential classification of land use shall permit uses that are determined by Council to be compatible to dwellings, and shall include public parks, schools, churches and similar institutional uses.

2.5.3(5)

As well, compatible uses shall be those uses necessary in order to serve the day-to-day needs of the immediate residential area, subject to the provisions of sentences 2.5.3(14) to 2.5.3(19)

2.5.3(6)

Where compatible uses are permitted, in order to preserve the amenities of and for residential uses in the area, new developments shall provide increased yards, adequate off-street parking, landscaping, screening, buffering or like measures as determined by Council, and shall not provide outside storage or engage in any use of the land having a detrimental impact on the residential uses.

2.5.3(7)

The conversion of existing residential buildings located in high density residential areas in proximity to the downtown area, as determined by Council, may be permitted, in approved circumstances, for selective commercial uses such as financial offices, specialty stores, professional offices and restaurants as a means of preserving and utilizing older buildings no longer appropriate for residential use and of providing a specialty type of commercial service in proximity to the downtown area of the City.

2.5.3(8)

There is no obligation on Council to permit any compatible land use in a neighbourhood or in a residential area.

2.5.3(9)

Where Council permits a compatible land use the compatible land use shall be permitted only upon specific applications for rezoning.

2.5.3(10)

Incompatible Land Uses:

The residential land use classification shall not permit as compatible land uses,

- a) a commercial use or group of commercial uses exceeding .2 hectare (approximately one-half (1/2) acre) in area:
- b) a gasoline service station; or
- c) any industrial use.

2.5.3(11)

2.5.3(12)

2.5.3(13)

Restriction of Commercial Uses:

Preference shall be given, subject to the provisions of sentences 2.5.3(5) to 2.5.3(10) above, to small groups of shops in suitable locations so as to prevent the scatter of commercial uses.

2.5.3(14)

Individual retail or service stores and commercial uses in apartment buildings sufficient only to serve the occupants thereof may be permitted without amendment to the Official Plan. 2.5.3(15)

Any neighbourhood commercial use shall be permitted only on specific application for rezoning if it is deemed by Council to be a compatible land use. 2.5.3(16)

Existing individual retail stores or other commercial uses within an area designated as residential that, in the opinion of Council, are compatible land uses, may be zoned for commercial use in the zoning by-law. 2.5.3(17)

Existing stores and commercial uses in residential areas that are determined by Council as not being compatible land uses shall be,

a) deemed conclusively to be a non-conforming use and shall remain zoned "residential," or 2.5.3(18)

b) zoned "residential". 2.5.3(19)

Restriction of Medium and High Density Residential Development and Redevelopment:

Prior to permitting medium and high density residential development prior to or upon rezoning applications, Council shall consider the following:

a) Residential Classification of land use policies set out in sentences 2.5.3(3) and 2.5.3(4); and 2.5.3(20)

b) Adequacy of neighbourhood facilities, including schools, parks, churches, libraries, educational facilities, recreation facilities, police and fire protection and municipal services, having regard to the anticipated population density of the neighbourhood; and 2.5.3(21)

c) Protection of existing development and protection of development proposed in the neighbourhood plan or otherwise anticipated, by the provision of and for appropriate landscaping, buffering, siting of buildings and structures, height control, and other such measures as Council may determine. 2.5.3(22)

Restriction on Public Utilities, Etc.:

Public utilities and similar installations, constructions, buildings or structures or parts thereof shall be installed, constructed, designed or otherwise dealt with, where possible, as to be in keeping with the general character of the surrounding buildings and structures, by the requirement and control of landscaping, screening, buffering, siting of buildings and structures, height control and such other measures as the City may determine.

2.5.3(2)

2.5.4 COMMERCIAL

The Commercial classification of land shall mean that the predominant use of lands so designated shall be for commerce which is defined as the buying and selling of goods and services, and offices.

2.5.4(1)

The classification need not prevent some of the land being used for other purposes provided that these purposes are compatible to commerce and will not unduly detract, hinder or prevent the areas from being used for proper commercial development, and provided that precautions are taken by imposing standards on how the land may be used by these other purposes to protect the areas for commerce. This exception to permit other uses of land does not include any industrial undertaking. In permitting a rezoning for commercial development upon lands abutting a residential area, consideration will be given to requiring buffering between the two uses by increased yards, landscaping, planting and like measures, and in addition will, wherever possible, control parking, storage and loading so as to minimize the interference with the adjoining lands.

2.5.4(2)

In addition, residential uses will be permitted in commercial areas in the form of apartments, either free-standing or forming part of a commercial complex. In general, the majority of such apartment buildings will contain small suites, (i.e., bachelor and one-bedroom). The location of such residential uses will be carefully reviewed with respect to surrounding uses and density, and further control of such development will be implemented by rezoning and site plan control.

2.5.4(3)

2.5.5 TRANSPORTATION

The designation of lands as Transportation shall mean that lands so designated shall be used for transportation nodes, harbour facilities for shipping and navigation, terminals, freight and passenger handling facilities and related storage, vessel and barge docks, marinas, railways, roads, pipelines, warehousing and parking areas for port-related uses only.

2.5.5(1)

2.5.6 MARINE TRANSPORTATION

The Marine Transportation classification of land shall mean that the predominant use of land in the area so designated shall be for a mix of:

- i) Transportation corridors and nodes;
- ii) Port works and shipping terminals;
- iii) Marine freight and passenger handling facilities and related storage, vessel and barge docks; and,
- iv) Marine related industry and commerce that demonstrate a current and future operational need for proximity and access to the harbour.

2.5.6(1)

2.5.7 INDUSTRIAL

The Industrial classification shall mean that the predominant use of the land in the areas so designated shall be for industry, which is defined as including manufacturing, constructing, extracting and processing of raw materials and goods, repairing and servicing operations, and warehousing and storage of goods. Provision for appropriate off-street parking and loading shall be required by all new industrial establishments.

2.5.7(1)

In permitting by rezoning industrial development upon lands abutting a residential area, consideration will be given to requiring buffering between the two by increased yards, landscaping, planting and like measures, and in addition will, wherever possible, control parking, storage, loading and lighting so as to minimize the interference with the enjoyment of the residentially zoned land.

2.5.7(2)

Commercial and recreational uses grouped where practicable shall also be permitted in an industrial area provided that such uses are primarily warranted in serving the needs of the industrial area or otherwise can locate without detracting from, or hindering, sound industrial development, and provided that such uses have sufficient parking, buffering, nuisance control and appropriate siting so as to be compatible with the surrounding uses.

2.5.7(3)

2.5.8 RESTRICTED INDUSTRIAL

The Restricted Industrial classification of land shall mean that the ultimate use of land in the areas so designated shall be for non-noxious industry which is defined as such manufacturing and processing of goods, such repair workshops and such storage of goods, and such transportation facilities which experience has shown to be unobjectionable to adjacent land uses because they are free of dust, odour, fumes, and noise. This classification need not prevent some of the land being used for other non-industrial uses, provided that the location of these other uses in a manufacturing area is warranted and will primarily serve the industries in the area and not those uses of land within another classification, and that these other uses will in no way contribute to the detracting of the area for sound industrial development, so that the interests of industry are paramount. It will be the policy of the municipality to permit such non-industrial uses only on the basis of industrial amendments to the zoning by-law so that each proposal may be judged on its own merits and to ensure that the requirements outlined above will be met.

2.5.8(1)

This classification also need not prevent the establishment of a holding zone in the whole or in a part of the area designated Restricted Industrial upon Schedules A and B of the Official Plan Amendment.

2.5.8(2)

2.6 LAND USE DESIGNATIONS

A composite of the land use designations for the Harbour area are delineated in Schedule "B".

2.6.1

2.7 INTERPRETATION

The provisions of the Official Plan as amended from time to time respecting the interpretation of that plan shall apply with respect to this amendment.

2.7.1

It is intended that this amendment express the principles and policy which will govern harbour related land use within the City of Hamilton, and while it is the most comprehensive statement of policy possible at this time, it is not to be assumed that changes will not be made to any of these principles and policy during the passage of time and after consideration by the authorities concerned. To this end, it is considered that the Plan should be comprehensively reviewed every five years in the light of development which has taken place hereunder and any changes in the pattern or demand or in the economy or otherwise.

2.7.2

The boundaries between the classes of land use designated in Schedules A and B are intended to be only general and not to define the exact limits of any land use.

2.7.3

It is intended, therefore, that adjustments may be made in respect of these boundaries in zoning by-laws without the necessity of further amending the Official Plan so long as such by-laws conform to the general intent and purpose of this amendment.

2.7.

It is further intended that any zoning by-law relating to this Official Plan contain an express exemption for uses related to shipping and navigation.

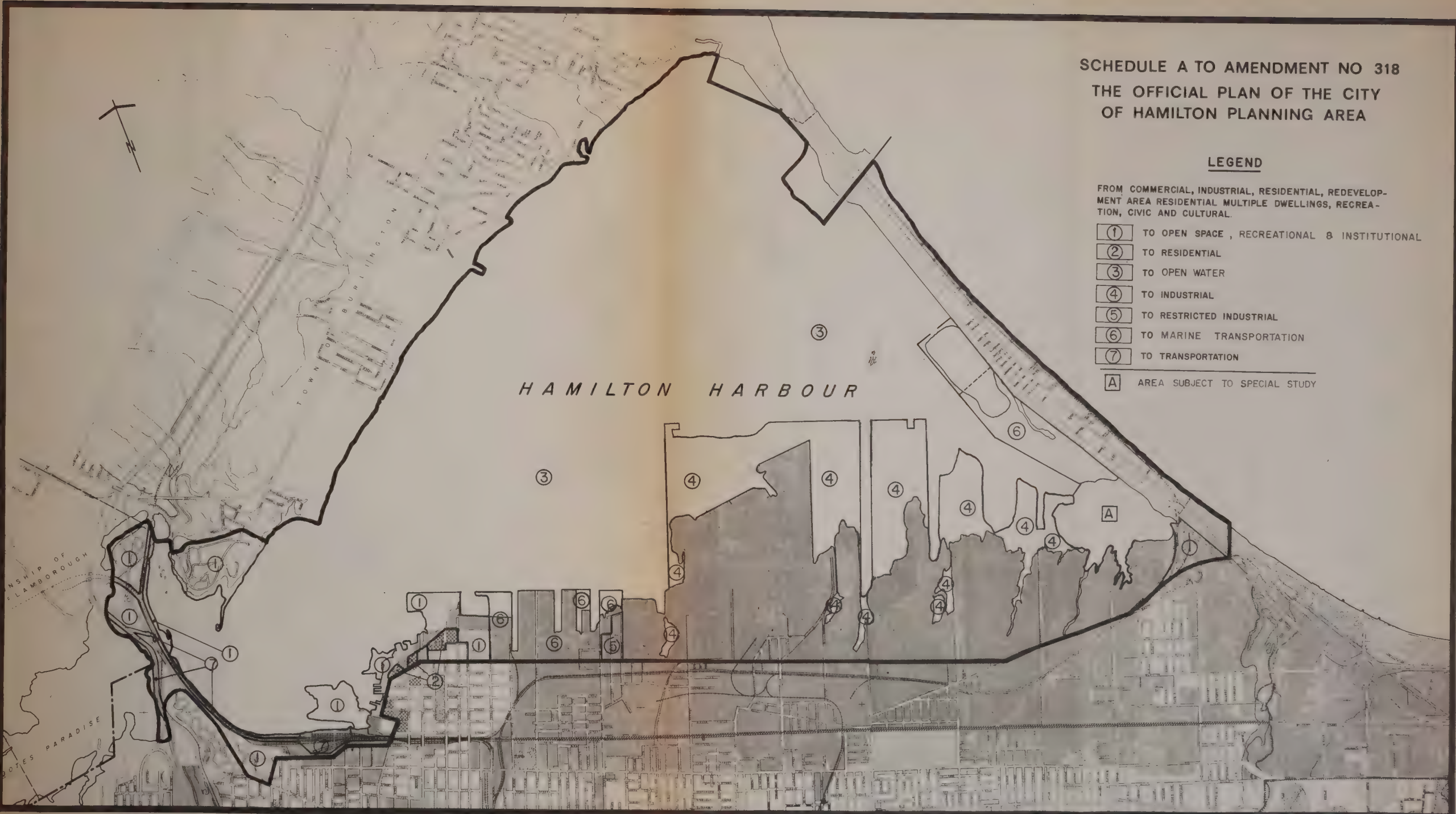
2.7..

SCHEDULE A TO AMENDMENT NO 318
THE OFFICIAL PLAN OF THE CITY
OF HAMILTON PLANNING AREA

LEGEND













FROM COMMERCIAL, INDUSTRIAL, RESIDENTIAL, REDEVELOPMENT AREA RESIDENTIAL MULTIPLE DWELLINGS, RECREATION, CIVIC AND CULTURAL.

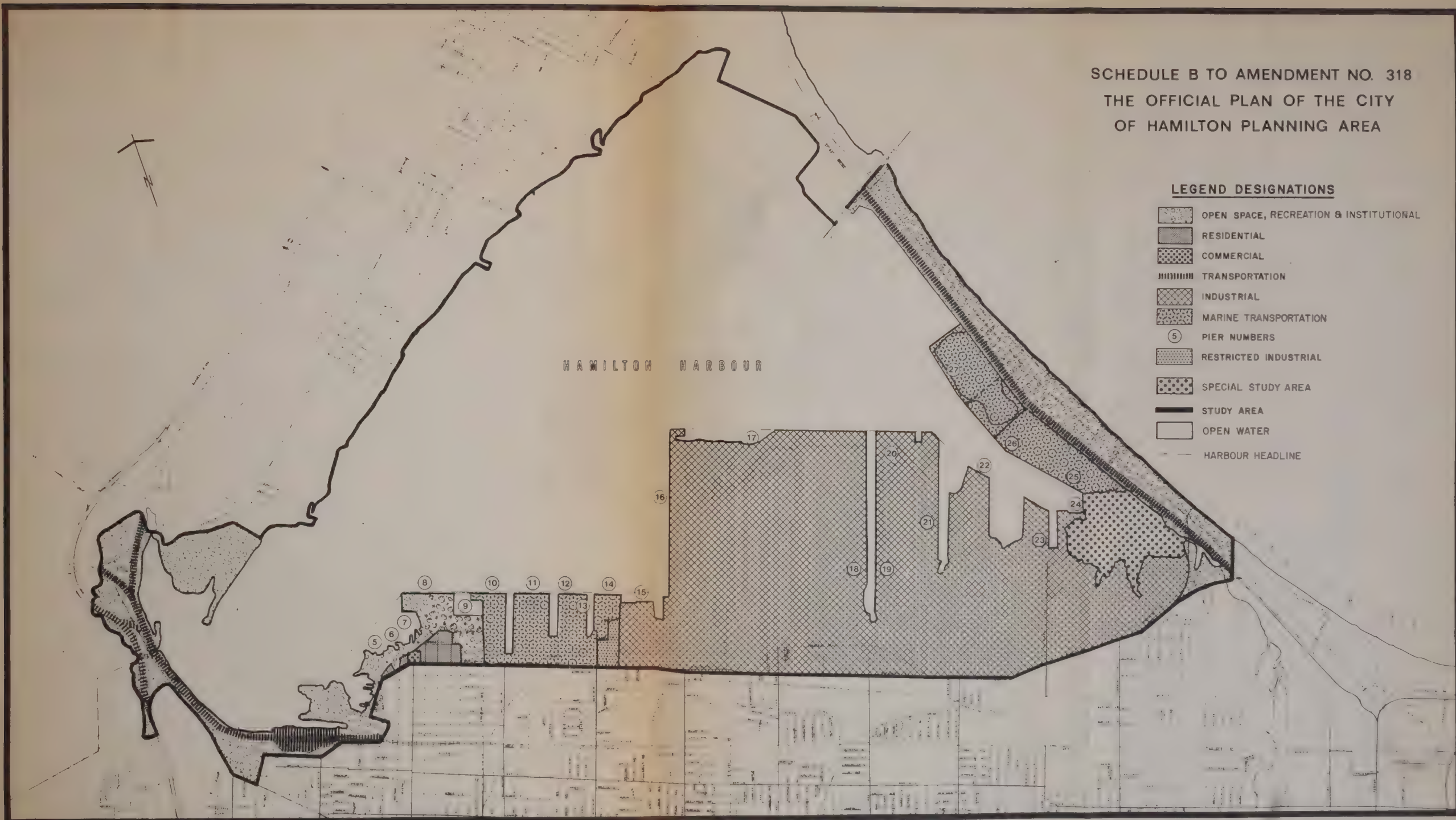
- ① TO OPEN SPACE , RECREATIONAL & INSTITUTIONAL
- ② TO RESIDENTIAL
- ③ TO OPEN WATER
- ④ TO INDUSTRIAL
- ⑤ TO RESTRICTED INDUSTRIAL
- ⑥ TO MARINE TRANSPORTATION
- ⑦ TO TRANSPORTATION
- A AREA SUBJECT TO SPECIAL STUDY



SCHEDULE B TO AMENDMENT NO. 318
THE OFFICIAL PLAN OF THE CITY
OF HAMILTON PLANNING AREA

LEGEND DESIGNATIONS

-  OPEN SPACE, RECREATION & INSTITUTIONAL
-  RESIDENTIAL
-  COMMERCIAL
-  TRANSPORTATION
-  INDUSTRIAL
-  MARINE TRANSPORTATION
-  PIER NUMBERS
-  RESTRICTED INDUSTRIAL
-  SPECIAL STUDY AREA
-  STUDY AREA
-  OPEN WATER
-  HARBOUR HEADLINE



SECTION THREE

APPENDIX

THE APPENDIX IS NOT PART OF THE OFFICIAL PLAN.
THE PURPOSE OF THIS APPENDIX IS TO MAKE AVAILABLE TO
THE READER SOME OF THE INTERESTING SUPPORTIVE BACK-
GROUND MATERIAL WHICH WOULD MAKE THE STUDY OF THE
OFFICIAL PLAN MORE MEANINGFUL.

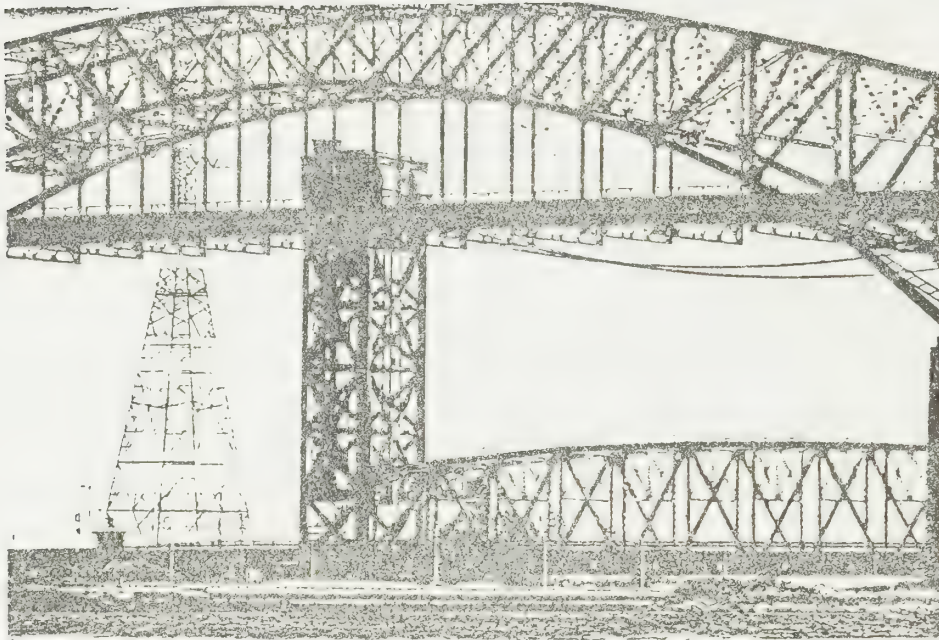
APPENDIX3.1 RATIONALE OF LAND USE DESIGNATIONS

This Official Plan recognizes that its eventual acceptance by the community at large is dependent upon its successfully accommodating those land uses which exhibit an operational need for a harbour location and serve the interests of that community.

There has not been an Official Plan amendment of major consequence adopted since 1974 when the Minister approved O.P. 276 for the Residential Enclaves North of Barton Street. The most recently approved amendment concerning the waterfront area per se dates to 1965, and introduced the Civic, Cultural, Recreational and Other Special Uses classification that was adopted as part of four designations related to the North End Urban Redevelopment O.P. 200. Since this time O.P. amendments 275, 278 and 281 have been reconsidered and have not been acted upon by the Ministry of Municipal Affairs, and it appears uncertain whether any approvals will materialize.

As this document is a comprehensive one, emphasis is placed on providing the optimum land use designations within the context of the overall study area. Trade-offs eventuate in the most beneficial pattern of land use. Consequently, it is asked that comments concerning a specific designation or site be made after an examination of the rationale governing the plan in its entirety. The following section is intended to provide this basis.

3.1.1 TRANSPORTATION & MARINE TRANSPORTATION



This Official Plan designates certain areas outlined in Schedule "A" for Transportation and Marine Transportation purposes. Piers 15 to 24 inclusive, although remaining transportation oriented, assume the industrial designation of the areas they serve.

A - Piers 25, 26 and 27

This area has been the subject of controversy for several years. Proposed land use designations have included Port/Industrial/Transport; Transitional; Recreation, Civic and Cultural; and Open Water. The latter was recommended in the Halton-Wentworth Waterfront Study and envisaged removing the existing landfill by excavation and dredging to another approved reclamation site. The logistics and economics of an operation of this nature and scale, together with certain other factors mentioned, render this alternative as unacceptable.

B - Piers 25 and 26

It is proposed that piers 25 and 26 be made available for marine Transportation purposes, and that this use be made compatible with adjacent Beach Strip development by requiring effective buffering.

Basis

- i) This will adequately meet the 50% increase in total tonnage projected by the Hamilton Harbour Commissioners for 1990.
- ii) Significantly reduces the congestion of heavy truck traffic which occurs on the roadways around the present facilities and both the City Centre and adjacent residential areas.
- iii) Provides a more efficient break of bulk point for the Hamilton area by virtue of its proximity to: Q.E.W. access and the main line of the C.N.R.; industrial land in Stoney Creek; 700 acres of the same on the east mountain, and a more desirable truck route to the nearby industries.
- iv) Utilizes seaway draft not otherwise available at many other piers.
- v) Preserves the existing shoreline and hence area of the harbour.
- vi) Ensures that Hamilton Harbour remains a competitive port by providing an ongoing area in the process of development to adapt to future changes in vessels and cargo handling techniques.
- vii) Reduces the need for a costly outer harbour port at the scale envisaged in the conceptual Design and Construction report, and eliminates the need for 100 acres of "possible future port expansion" as outlined in the Halton-Wentworth Waterfront Study. This plan cannot support the latter concept as it serves to provide comparatively limited frontage for berthing in an area already characterized by congestion. As well, it is questionable that the study would advocate

removing the already available land adjacent to the Q.E.W. only to necessitate a further 100 acres of reclamation.

- viii) Channels commercial shipping movements into that area of the harbour which is least used for pleasure boating and thus lessens conflicts between the two activities.
- ix) Represents the interest of a major sector of the community, increasing the chances of the plan's being approved in its entirety, thus reaping the overall benefits accrued by a comprehensive document.

C - Pier 27

This pier has been suggested by some as a possible pleasure craft marina. In assessing this area for this purpose one should be aware of several salient points.

- i) The area contained by berms currently holds several million gallons of sludgy material removed from Hamilton Harbour when it was dredged to increase the draught adjacent to the steel industries.
- ii) The material has been placed here subject to the construction of a 2 - 3 million dollar berm by the Hamilton Harbour Commissioners. This was necessary as the Ministry of the Environment has ruled against the dumping of such matter into open water.
- iii) The fill is so viscous that it cannot be built up above the water line. Consequently, the area requires additional solid fill to be trucked in as topping before it can be fully reclaimed.
- iv) For the purposes of contributing to the harbour's air-water interface and flushing action, this area has effectively been reclaimed since the berm was established. Any attempt to re-establish the area as a functioning part of the harbour would require partial removal of the existing berm, and dredging. This would expose the harbour to the septic sediments contained within the berms, indirectly violating the regulations set down by the Ministry of the Environment. As well, re-dredging would require disposing of the material in other than open water. As the nature of the fill per se is substandard for adequate land fill it may require further berming procedures.
- v) The area in question is characterized by unfavourable aesthetic conditions (poor water quality, high air pollution readings, and proximity to heavy industry.)

- vi) It is not popular as a sailing area as evidenced by week-end sailing patterns and this would most probably render the area an equally doubtful location for mooring facilities.
- vii) Lack of back-up space for related functions such as parking, launching, storage, and repairs is another questionable factor.

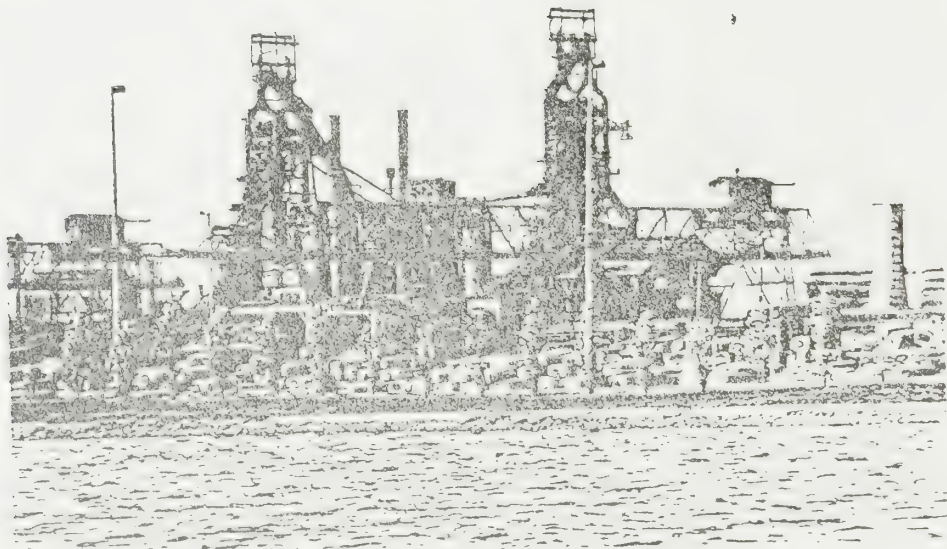
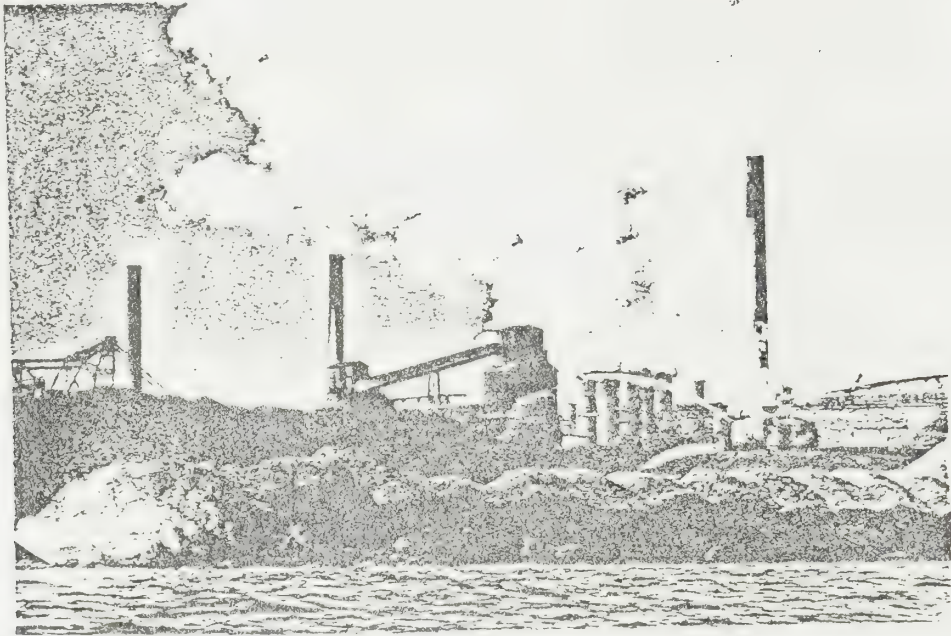
Piers 25, 26 and 27 are presently separated from the Beach Strip by the Q.E.W. If the transportation corridor along the bay side of the Beach Strip as envisaged by the Ministry of Transport and Communications materializes, this area will become further dis-associated. The transportation corridor stresses landscaping and buffering techniques and should complement those of this transportation area. As well, research by the Metropolitan Toronto Conservation Authority indicates that pedestrian flyovers or underpasses of the scale necessary to connect this area with the Beach Strip are more often than not, avoided by their intended users. This observation, together with the areas proximity to some of the harbour's lesser aesthetic conditions discounts this location's priority for open space and recreational development.

It is therefore proposed that Piers 25 to 27 in their entirety be utilized for Marine Transportation purposes to accommodate the continued growth of Hamilton Harbour as a major North American port facility.

D - Windemere Basin

While in past years the Windemere Basin has acted to stabilize effluent from the Regional Sewage Treatment Plant, the current effectiveness of this function is now in doubt. Appropriate courses of action for the protection of harbour water quality, possibly ranging from the dredging of the Basin to the construction of a tertiary treatment facility, have as yet not been fully investigated. For this reason, it has been proposed that the Basin be identified in the Official Plan as the subject of special study to better determine its best long term use and those actions required to achieve that best use. It is intended the City act to initiate this special study in co-operation with such agencies as the Regional Laboratories, the Ministry of the Environment, the Hamilton Harbour Commissioners and the Hamilton Region Conservation Authority as well as the Steel Company of Canada, which owns a water lot comprising much of the Basin.

3.1.2.

INDUSTRY

A) THE SHIFT TO SERVICES *

Traditionally, the employment structure of the City of Hamilton has been dominated by the manufacturing sector which in 1961 employed 41.7% of the labour force. Recent years have witnessed a decline in the importance of manufacturing and an increase in that of the service sector. Consequently, in 1971, manufacturing accounted for 36.4% of the labour force in the city while services, public administration and finance accounted for 31% , up from 26% in 1961.

Perhaps more significant than the proportion of total jobs are the proportion of new jobs. Manufacturing employment over the ten year period from 1961 to 1971 increased by only 8,000 for Metropolitan Hamilton while the service sector experienced an increase of some 18,500, growing three and one half times faster than its counterpart.

Hamilton's economic base while still resting heavily on manufacturing, and notably the steel industries, is fast becoming more diversified. Hamilton will most probably be dominated by a service economy by the next census, and thus enter a new era of development.

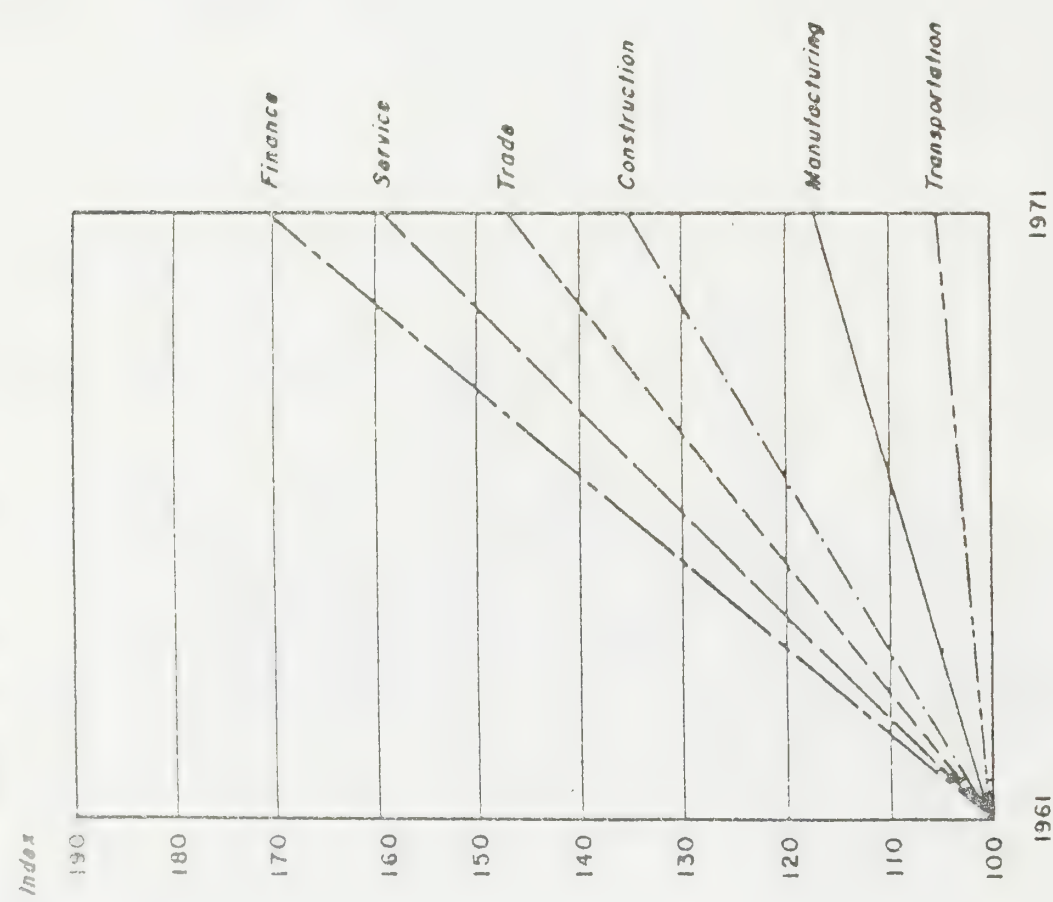
* Based on Census material.

The shift to the service sector is prevalent on a metropolitan, provincial and even national scale. Figure 1 depicts the expansive nature of this phenomenon in the Hamilton and Toronto Metropolitan areas.

The relative decrease in the growth of manufacturing on the waterfront is the product of several factors:

- i) the waterfront is undergoing a natural succession as the private market runs its course. That is to say that only uses which exhibit an operational need for a harbour location are finding it economical to remain or expand production at their existing site. This has already resulted in the relocation of several industries including Texaco, Ontario Hydro and Canadian Industries Limited. The latter vacancy

HAMILTON METROPOLITAN AREA



TORONTO METROPOLITAN AREA

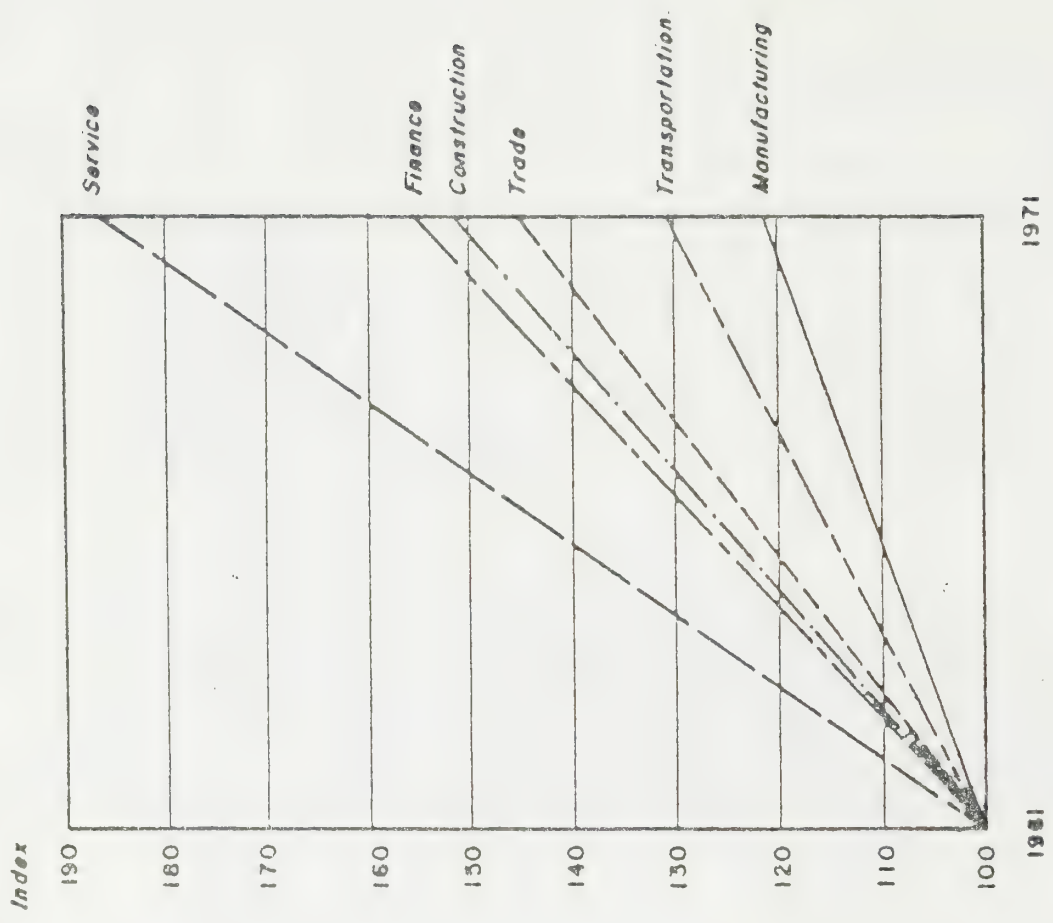


Figure 1

*
Employment Indices by Economic Sectors (1961 = 100)

Source: Census of Canada.

* Percentage increase in the number of persons employed in each of the economic sectors between 1961 - 1971.

furthered the evolution of perhaps the industry most dependent on access to Hamilton Harbour when Dominion Foundries expanded onto the site.

- ii) The provision of reclaimed lands has not significantly affected this development as the resultant costs have been equally prohibitive to all but those immediately dependent on proximity to the harbour. Others, attracted by the reduced overhead afforded by land with a cheaper tax base, better rail and road facilities and the basic industrial services now provided elsewhere in the region are shifting their location. Land costs along the waterfront can be as high as \$500,000. per acre, while inland costs such as those encountered in the East Mountain Industrial park may be as low as \$32,000 - \$35,000 (1975) per acre for serviced land.
- iii) Public pressure and the perception that the waterfront should be used for public or recreational purposes have prompted planners and politicians to review the use of waterfront land for other than industrial purposes.

There are presently indications that these costs and constraints have precluded any further extensive areal expansion of the City's two major steel companies or their present sites. Both Dominion Foundries and the Steel Company of Canada have purchased large acreages on Lake Erie and while plans for the Dofasco complex at Port Burwell are at an early stage, the plans for Stelco's Nanticoke site are well advanced and company officials anticipate that the first steel will be produced at Nanticoke sometime in 1980.

This is not to suggest that the manufacturing interests of Hamilton will have less than a major economic influence, or cease expansion. Stelco foresees a 10% increase in production at the Hamilton (Hilton Works) site while Dofasco envisages doubling its output on lands currently owned by the company.

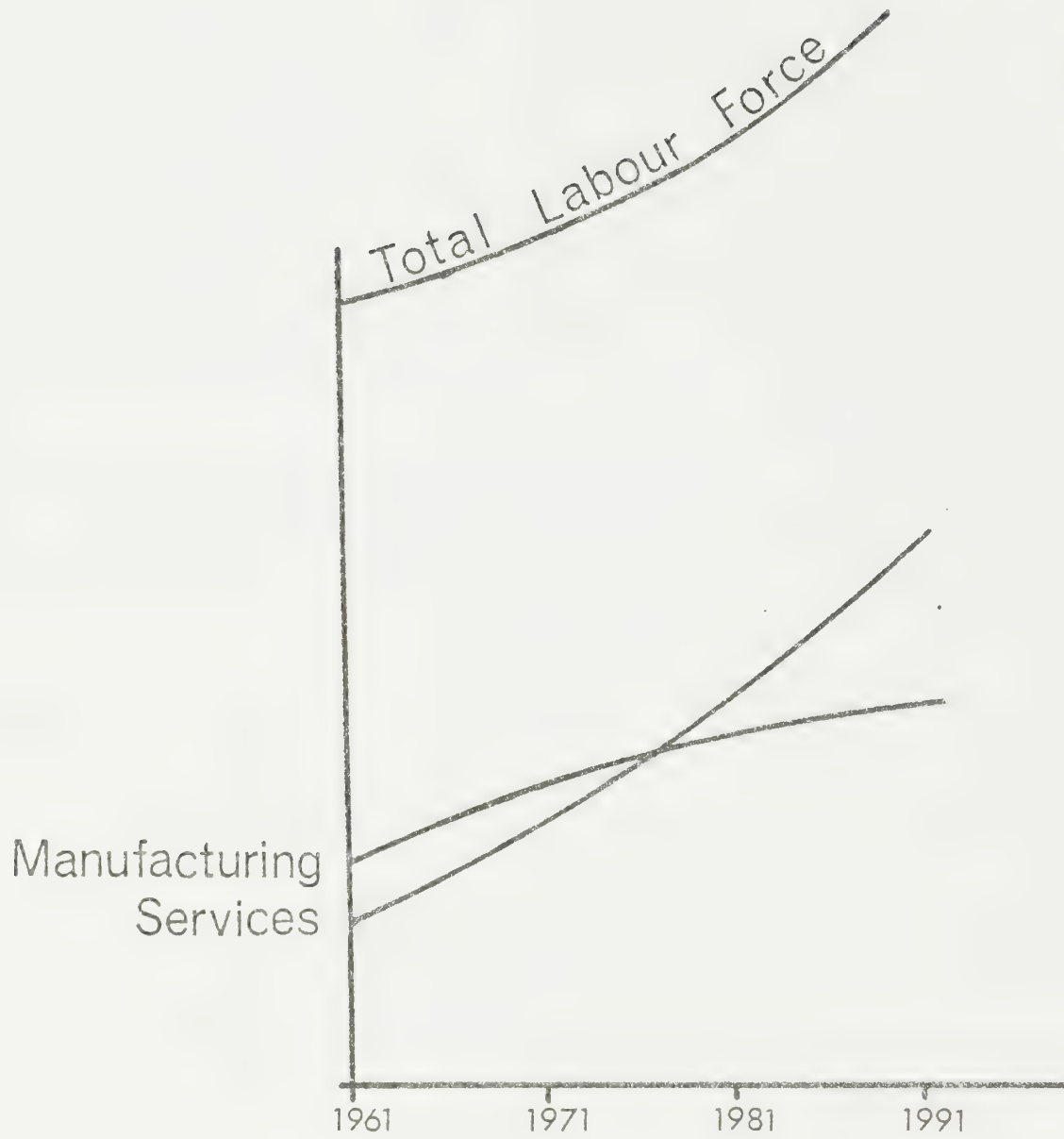


Figure 2

Increases in production and hence the labour force will evolve as a result of greater utilization of the existing land area rather than the past policy of increasing industrial acreage by reclamation.

The acreage available for industrial and restricted industrial development will increase, however, as those residential enclaves which lack sufficient amenities to warrant their continuation in industrial areas are phased out. These additional lands should help to accommodate the twofold increase in the demand for warehousing that has been forecasted by Hedlin, Menzies and Associates in their Economic, Industrial and Demographic Research Report.

Figure 2 is a diagrammatic representation of the employment growth pattern expected for Hamilton over the next 15 years. Those responsible for municipal and regional development should be cognizant of the factors surrounding the relative easing of harbour oriented manufacturing growth.

3.1.3. RESTRICTED INDUSTRIAL/RESIDENTIAL-INDUSTRIAL



Those areas designated Restricted Industrial serve a two fold purpose. They are firstly intended to promote those secondary and ancillary industries that are, in some manner dependent on proximity to Hamilton Harbour or the City's base manufacturing interests for their well-being.

As well, they are required to be of sufficient aesthetic calibre to be considered as non-noxious for the purpose of furnishing adequate buffering between primary industry and other uses which stand to be significantly impeded by an adjacent location.

In 1969, Official Plan 260 stated that the residential enclaves north of Barton Street eventually be acquired for industrial purposes. Since this time, the city has qualified this proposal to include only those residential enclaves north of the C.N.R. mainline between Wellington and Parkdale Streets. The enclaves between Barton Street and the C.N.R. are being zoned in the interim for residential use in the city's neighbourhood plans.

However, the reasoning behind this reversal has not been incorporated into adjacent land use zoning. That is to say that the neighbourhood plans have made insufficient provision for effective buffering between heavy industry ("K" zoning) and the newly reprieved residential enclaves. As a consequence, "K" zoning is to be found immediately adjacent to residential areas between Barton Street and the C.N.R.

The critical land use question in the residential enclaves is industrial and residential compatibility. The traditional approach to resolving the compatibility problem has been to encourage a land use transition to a single use. Land use regulations are introduced (e.g. Official Plan Amendment No. 260 and the Zoning By-law) to encourage development to a single use and prohibit development of the minority use (residential), with the objective of eventually phasing out the latter. This policy has been adopted not only by the City of Hamilton but by many other municipalities because housing and certain types of industry have been considered as incompatible neighbours.

Mixed Land Use Proposal

It is proposed that policies be introduced in the Official Plan which recognize mixed industrial-residential areas for some of the enclaves as a viable land use concept, and which accommodate, in these areas, both industry and housing. Such a policy would have to recognize that because of market conditions at any given period of time, transition to a single use would not likely be completed within the life of any current planning program. As a result, any proposed mixed use planning policy should include measures to ensure that a compatibility between housing and industry is maintained.



.1.4 RESIDENTIAL

A) THE NORTH END

The North End is one of the oldest neighbourhoods in the City of Hamilton, and as such has an established residential character. Its 6,500 residents currently have access to 18 acres of parkland excluding school playgrounds and should benefit immensely by their proximity to the proposed open space and recreational development to the west. Educational facilities, both public and separate are centrally located and amply endowed with playground acreage. The Bennetto Community Centre complements the facilities found at Eastwood Park and serves as an accessible social and recreational focal point. Rehabilitation has replaced urban renewal as the main agent for upgrading unsound housing, and it appears that the North End is coping with outside pressures.

B) PARKVIEW

Parkview, with some 3,000 residents, remains as the sole other residential area north of the C.N.R. mainline with sufficient population to support municipal services. Amenities include 9 acres of Park and Recreation lands and a 2.6 acre linear open space link. The public school is relatively centrally located and adjacent to a 4 acre park. This neighbourhood is bordered by arterial roads but is characterized by quiet residential streets. Despite its proximity to primary industry, it is favoured by prevailing winds, resulting in air pollution readings comparable to housing areas further removed from the Bayfront.

Of considerable significance, is the power of rejuvenation which is much in evidence in this neighbourhood. The yardstick of feasibility, the private market, has demonstrated that this area is indeed a viable housing survey. Recently, older ailing residences have been purchased for the purpose of acquiring lots upon which to erect new homes. The result of this natural succession is a neighbourhood in which only valuable real estate predominates. Many of the older homes are well kept and likely to remain so for some years. When in time they decline to a state of disrepair, the demand for housing in this area is such that the price of replacement is conducive to the construction of a new home on the site.

The existing neighbourhood plan recognizes the viability of this area and incorporates a 10' perimeter planting strip together with a 6' visual screen between Industrial and Residential use as a protective measure. For these reasons the Halton-Wentworth Waterfront Study proposal that Parkview be designated for industrial purposes in its entirety is considered to be both unrealistic and unacceptable.

3.1.5. OPEN SPACE, RECREATIONAL & INSTITUTIONAL



The definition of this land use designation illustrates the evolution open space planning has undergone in recent years. Choice, being the essence of leisure, must not be beleaguered by a restrictive definition of recreational open space.

One of the most notable characteristics of Hamilton Harbour is the overwhelming lack of public access. This can partially be explained by the presence of what amounts to one of the most industrialized areas in the nation. As well, there are certain topographical features such as the High Level bar in the western end of the harbour, which act as a further restriction.

This shortcoming evolved, largely uncontested, during the

expansionist industrial era that served as a catalyst for Hamilton's initial growth. One third of the harbour has been reclaimed, primarily for this end. Many, including the Provincial Government (which has ruled against further reclamation) believe that this community resource has sufficiently advanced the interests of industry and has reached its carrying capacity for this purpose.

The harbour is increasingly being viewed as a valuable open space and recreational resource. The dilemma arises in providing public access to this resource. Accordingly, it is imperative that, where feasible, activities be attracted to the harbour which would facilitate and promote public use of the waterfront.

Consequently, it is recommended that the City of Hamilton adopt the Open Space/Recreation & Institutional designation proposed for the western harbour and initiate a program to expedite its development as a major recreation area. The western harbour is best suited for this purpose by virtue of its comparatively higher air and water quality. Another noteworthy characteristic of the North End Open Space concept is that it faces the most picturesque shoreline of Hamilton Harbour, and is visually screened from the industries.

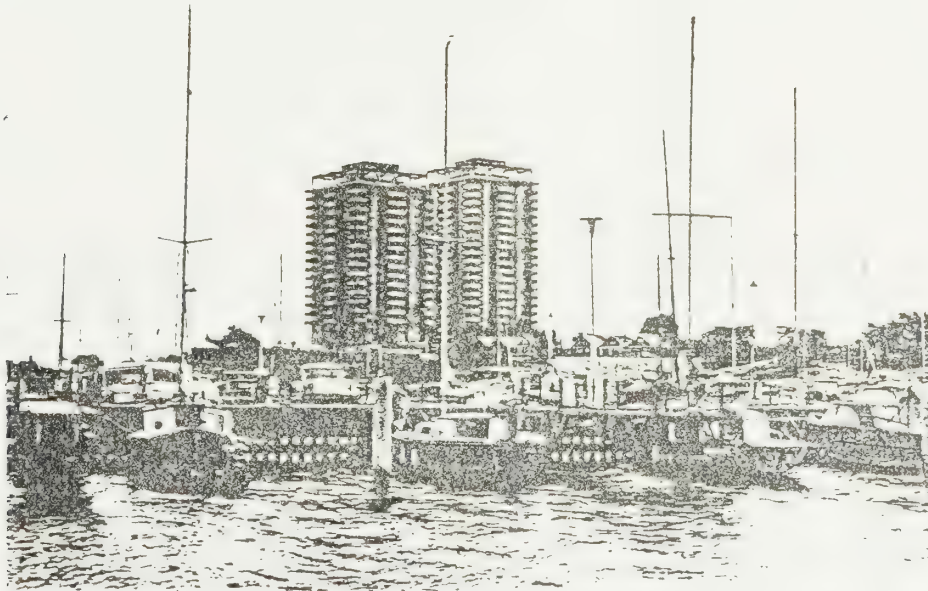
A) Marina Site

The number of pleasure boats in Hamilton Harbour climbed by about 30 percent in 1975 according to the Vice Commodore of the Royal Hamilton Yacht Club, "and it is conceivable that there could be a similar increase in 1976." The same influences continue to contribute to the explosion in sailing; the high cost of northern cottage property, congested weekend highways, rising fuel costs, increased leisure time and larger amounts of disposable income.

Training programs are further evidence that the interest in sailing will continue. Some 200 young people graduated from the RHYC and Harbour Commission programs during the summer of 1975, together with an additional 100 senior level graduates.

Provision should be made for additional marina facilities in this area, with an emphasis on phasing the supply of new berths in such a manner as to enable monitoring the harbour's carrying capacity for this popular pastime.

Those who oppose a residential-marina complex argue that the demands for recreational boating are of such a magnitude that harbour space which may have potential for that purpose should be developed as intensively as possible, rather than allocated to marina housing which would produce comparatively fewer mooring spaces and limit public access.



3.2 THE HISTORICAL DEVELOPMENT OF HAMILTON HARBOUR

3.2.1 " GO WHERE YOU MAY "

There is no more beautiful spot, and it needs only a brief absence from it to properly appreciate its many natural advantages on returning home."

Those were the words of Alderman Eastwood in describing the Hamilton Harbour of 1904. The description may well have applied equally to Macassa or Ouilqueton as it was known to the original Indian inhabitants. Renamed Lake Geneva and later Burlington Bay by the area's white settlers, these natural advantages became increasingly significant as Hamilton entered into competition for port related activities. Originally, Dundas vied for honours as the major head of the lake port when it initiated construction of the Desjardins Canal in 1826. By 1845, mismanagement and the inability to successfully increase the draught required by larger vessels left Hamilton in a position to capitalize on an irregular shoreline which gave many miles of waterfront access. This development, together with the widening of the Beach Canal in 1850, did for Hamilton what was expected for Dundas.

3.2.2 FROM RUDE CANOES TO LAKE FREIGHTERS

Early port development consisted mainly of the wharfs and warehouses needed to accommodate the schooners and later steam powered vessels of the day. The industries served by this shipping link thrived, and eventually sought and received permission to reclaim additional land for the purpose of upgrading docking facilities. Hamilton subsequently proceeded to establish itself as a major lake port and by 1920

it was observed that "in place of rude canoes of half-tamed savages - lake freighters now bear away industrial necessities."

3.2.3. SUMMER RESORT AND WINTER PLAYGROUND

Throughout the transition from buckskin to bustling port, references are made to the harbour's role in recreation. Of interest is the fact that one of the earliest reclamations of consequence (some 40 acres, promoted incidentally by Alderman Eastwood in the same year he so aptly portrayed the harbour of days gone by), was justified both in view of the manufacturing interests of the city and "so that the citizens who lived near the bay would be greatly benefited by the creation there of a recreation ground."

From its inception in 1912, the Hamilton Harbour Commissioners "stressed the important fact that the uses of the harbour are industrial and recreation, and these two outstanding features, which of course, go hand in hand afford every scope for all kinds of development." The year 1935 witnessed the Harbour Commissioners announce an ambitious plan to develop the harbour to one of the busiest on the Great Lakes from both an Industrial and Recreation Aspect. At this time it seems that these two uses were viewed as having equal claim to the harbour's resources.

3.2.4 "NOTHING STANDS STILL, WE EITHER GROW OR DECAY" - LLOYD D. JACKSON, 195

Somewhere on the road to recovering from the Great Depression, or perhaps the war effort itself, served as a catalyst for what amounted to the most expansive era Hamilton has undergone to date. Tonnage records were re-written annually. New industry and employment followed an ever-changing harbour headline and by mid-1947 Hamilton had observed the "cleaning up of a poor harbour front area into the present day industrial and shipping centre."

FIGURE 3.

WATER AREAS OF HAMILTON
HARBOUR
(Acres)

		<u>Reclaimed</u>	
		<u>%</u>	<u>% Total</u>
Approximate area in 1800	7,884		
Loss of water area 1800 to 1917	983	12.5	12.5
Area 1917	6,901		
Loss of water area 1917 to 1972	1,404	17.8	30.3
Area 1972	5,496		
Possible loss of water area 1972 to 2001 if filled to 1971 harbour headline	1,287	16.3	46.6
Area 2001	4,210		

FIGURE 4

VOLUMES OF WATER IN
HAMILTON HARBOUR
(Million cu. yds.)

<u>Year</u>	<u>Low Water</u>	<u>Difference between high & low water</u>	<u>High Water</u>
1800 approx.	391	76	467
1917	381	67	448
1972	362 92.6% of 1800 volume	53 69.7% of 1800 volume	415 88.7% of 1800 vol
2001	324	41	365

THE EXTENT OF RECLAMATION IN HAMILTON HARBOUR

LEGEND

ORIGINAL SHORELINE
RECLAIMED LAND

APPROX - 1800

APRIL 1978

HAMILTON HARBOUR

BURLINGTON ST

BARTON ST

The following excerpts from various Spectator articles epitomize the inertia of growth in post-war years.

"In the next decade, the contour of Hamilton's industrial waterline will change considerably. In a quarter of a century, the native born returning on a visit, may hardly recognize it." Robert J. Hanby, November 2, 1951.

"I can visualize the whole bay front to the eastern limit with ocean going ships, unloading their raw materials into plants - yes, and possibly the southern shore of the beach. Some may say - Why expand. Why become a larger industrial city? My answer is, nothing stands still. We either grow or decay. " Lloyd D.Jackson, February 26, 1952.

"Expert Foresees Hamilton Harbour being ringed by heavy industries...and urges the federal government to ignore local interests and local pressures, and invest money in the local port, where the Canadian taxpayer will get back more for his dollar." The Hamilton Spectator - September 20, 1952.

3.2.5 -PUBLIC AWARENESS

As far back as 1923 when Gore, Nasmith and Storie prepared a report on the harbour and when the population of Hamilton was only 120,000, the harbour's condition was described as "in general, polluted, - - the quantity of organic filth poured into the bay from sewers discharging along the waterfront and from the sewage disposal plant is enormous." The following year Dr. Wythe (Alderman and Chairman of the Board of Health) declared it hazardous to health and a by-law was passed prohibiting swimming in Hamilton Harbour.

In 1951, at perhaps the apex of Hamilton's expansive era it was said that "the sky is ofttimes blanketed with smoke and the water of the bay can suddenly turn a dirty brown, but there on the waterfront beats the pulse of Hamilton-industry."

With the dawning of what has been called the Sputnik generation emerged evidence of the first public questioning of the growth ethic, - a query that was soon to be echoed on a scale sufficient enough to give rise to the environmental consciousness that surfaced in the 1960's.

A Hamilton Review article dated August 27, 1959 premiered certain ensuing local sentiments in this excerpt - "But as Hamilton grew great in industry and population, she moved back into the Middle Ages as far as some aspects of city planning are concerned" - and culminated by referring to the harbour as "the largest septic tank in the world."

A clean-up committee was established in 1964 to restore Hamilton Harbour to some of its former state. Following a decade of at best, limited success, the Ministry of the Environment initiated a program to breathe life back into the harbour. This consists of an aeration system designed to pump oxygen into the harbour, ideally to dissipate effluent as well as encourage fish and plant life.

In 1972, the Steel Company of Canada began channelling the waste effluent from its coking operations into the city's treatment system. Indications are that this diversion has resulted in a notable decline in the ammonia concentrations of the central harbour. A chemist at the Regional Laboratories is of the opinion that the results obtained so far, cannot, for statistical purposes, be considered significant, although the readings themselves are encouraging and will continue to be monitored.

Similar efforts by industry may yet produce an appreciable improvement in the water quality of Hamilton Harbour, reviving the prospect for a more compatible industrial-recreational relationship.

As recently as 1971 when the last harbour headline was tentatively established, it was envisaged that fully 46% of the harbour could be reclaimed, primarily for industrial and port expansion. Reclamation, a long time and seldom questioned prerequisite for waterfront growth, has since come under criticism from a number of sources including the Hamilton Region Conservation Authority, the agency which holds the jurisdictional ace on further infilling. The Ministry of the Environment ruled against this practice in 1972, saw provision for infilling to the 1971 headline in certain areas of the harbour.

The programs initiated by the Province and industry reflect the change, both public and private, in the perception of the harbour as a community amenity. To capitalize on the political climate at hand it is presently necessary to pursue this impetus and assess Hamilton Harbour as the prospective recreation resource it may well become.

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